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The Director of Central Intelligence

Washington, D.C. 20505

National Intelligence Council

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NOTE FOR: Bob Gates
FROM: Dave Gries *dg*
SUBJECT: NIC Collegiality

You asked for suggestions on how the NIC could better realize its potential as a collegial body.

First, the written product. Broadly speaking, the NIC currently produces regional estimates and cross-cutting estimates. The former in many cases will not benefit from collegial treatment; the latter, the cross-cutting estimates, in most cases will benefit and you have recognized this in institutionalizing a panel system to bring several NIOs into the process.

Under the panel system, a single NIO chairs an estimate and other NIOs are brought in as advisors. What I am proposing is a little different. For cross-cutting papers a collegial grouping of NIOs would have co-equal responsibility for production of a very short paper--not an estimate--that would probably be written by a single AG drafter and intended for the DCI. Although a little unusual or untidy from a management point of view, the NIOs are a cohesive enough group to work in this fashion. The prototype of course is the original Board of National Estimates which acted collegially in reviewing drafts submitted by a large ONE staff.

Two cross-cutting topics for short, bottom line only treatment that might be used to test this approach are:

- Economic reform in communist countries such as China, Hungary, East Germany and Czechoslovakia. What does it mean and where will it lead? Such a paper might lead the DCI to assign analytical resources to the topic, request an interagency view or yawn.
- Why do some developing countries develop when others don't? What are South Korea, Hong Kong, Taiwan, Singapore, Malaysia, and to a lesser extent, Brazil, Mexico and Argentina doing right and what are all the other developing countries doing wrong? Is there a formula? Do US policies take account of this formula if it exists?

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Second, oral presentations. The NIC acting collegially can be a sort of think tank, meeting occasionally to address orally a preset topic. Some of these sessions might spin off a memo from the Council to the DCI; others would enlarge the intellectual capital of the participants. One Tuesday staff meeting could be set aside each month for consideration of a topic of interest to all. Discussion topics need not be cross-cut, that is, they need not draw on the experience of each NIO, since there is good value in asking an officer to participate in discussion of a topic in which he may have had only passing interest. Some topics for this kind of oral discussion could include:

- Strengthening the Intelligence Community. What could be done? Should CIA play a more active role in recruiting analysts for DIA and INR? Should analysts be exchanged among Intelligence Community agencies with greater regularity? Can we convince State to increase INR's budget and develop a professional core of analysts?
- Is the Intelligence Community's written product apportioned in the same fashion as the interests of the policy community? For example, do we overwhelm policymakers following Soviet activity and "underwhelm" those following Third World issues? What do the statistics show?
- Imagery and signals intelligence play an ever increasing role in production. Are analysts throughout the Intelligence Community properly trained to use this information? Does CIA have a training role in helping other Intelligence Community agencies?

Third, if not exactly collegial, the NIC can avail itself of educational opportunities that are there for the taking. Outside speakers can be asked to address us on a whole range of topics. Since the NIOs are inveterate briefers, they have a lot of chits out in the government and academia and could take charge of arranging a program of outside speakers from among these obligated contacts. Some subjects worth exploring:

- Kremlinology: what is the state-of-the-art? Speakers in academia could at least provoke us on this topic.
- Social spending and GNP growth. Among OECD countries statistics support the notion that high social spending is the enemy of high GNP growth. But the reverse is not necessarily true unless a range of other conditions is met. This is a fascinating subject and has been widely addressed in academia.
- Third World or third rate? The six or so newly industrialized countries notwithstanding, why have so few Third World countries shown progress towards development? Do the political systems of the slow growers have anything in common? Is there a political correlation between growth and drift? Again, such general questions are frequently addressed in academia and probably in such agencies as AID as well.

Beyond these suggestions, it would be helpful in fostering a collegial spirit if individual NIOs knew more about each other's work. One simple step would be the creation of an Estimates library in the registry--because it is

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vaulted--where all NIEs, SNIEs and IIMs of the last several years could be permanently located and arranged by subject. This would make it possible to browse through the works of other NIOs as time became available. The current system of circulating drafts is not productive. Which busy NIO wants to read a draft that may be changed at the table?

Collegiality would also be enhanced if each of us had a clearer picture of what other NIOs were doing. Most NIOs have distinctive work styles and unless communication between NIOs is promoted, there is no ready way to benefit from the best points of the styles of other NIOs. This can be accomplished by allotting 30 minutes at the large Thursday staff meeting during which each NIO would give a two-minute report on his recent and future activities.

cc: Herb Meyer
Hal Ford